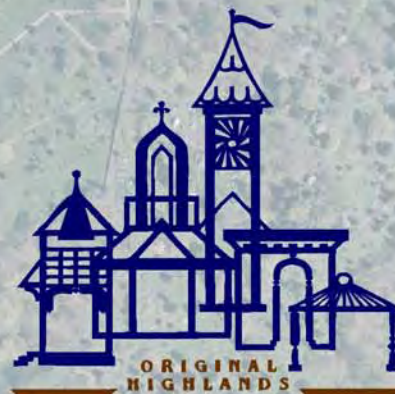


Original Highlands Neighborhood Plan

Final Report



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Louisville Metro

Department of Planning & Design Services

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September 2006

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Appendix A – Existing Conditions

Cornerstone 2020 Form District

Demographics

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Original Highlands Zoning

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Cornerstone 2020 Vision Statement

In our vision of 2020, Louisville and Jefferson County is a community widely recognized for its high quality of life, sense of tradition and competitive spirit. Our children have inherited a livable, vibrant and economically diverse community. We have clearly recognized that the quality of life depends upon continued success in the economic marketplace and an ongoing commitment to the conservation of environmental resources which define our heritage and enhance the livability of our community.

Community residents share a sense of place and take great pride in their established and emerging neighborhoods which are culturally and economically diverse. Residents are proud of their differences in heritage and culture. Economic and educational opportunities are available to all residents, in every neighborhood. Every neighborhood is a safe place to live.

The community enjoys a rich fabric of urban and suburban areas, interwoven with environmental resources, accessible parks, open space and the Ohio River Corridor, all representing a heritage of natural beauty. A multi-modal transportation system serves and ties together the entire community. Unified government services enhance the ability of the community to speak with a single voice in matters related to the investment of human, environmental and capital resources.

The Cornerstone 2020 Vision for Louisville and Jefferson County is nothing less than the best of the past merged with the best of the future, creating a community where all residents can grow and prosper.

As approved by the Cornerstone 2020 Policy Committee.

1. Introduction

Louisville Metro Planning and Design Services (PDS), working with a Task Force designated by Metro Mayor Jerry Abramson and supported by The Corradino Group, is preparing a Neighborhood Plan for the Original Highlands. The Original Highlands neighborhood is located generally in the area between Broadway on the north, Rufer on the south, Barret on the west, and Baxter on the east (Figure 1-1). It is located approximately 1.5 miles from the heart of downtown Louisville and is the beginning point of the economically thriving and diverse Bardstown Road corridor. In many ways, the Original Highlands is a gateway to two key Louisville locales: downtown and the greater Highlands/Bardstown Road area.

Louisville Metro neighborhood planning is based on procedures established by the Metro Council and set forth in the Louisville Metro Code of Ordinances, Title XV, Chapter 161, Neighborhood Development Plans, which contains language broadly outlining the purpose and process for neighborhood planning. Neighborhood planning is administered through Louisville Metro's Department of Planning and Design Services. PDS staff has expanded and refined the procedures outlined in the municipal Code of Ordinances and produced the "Neighborhood Planning Guidebook." This report outlines specific procedures for drafting, adoption, and implementation of the neighborhood plan.

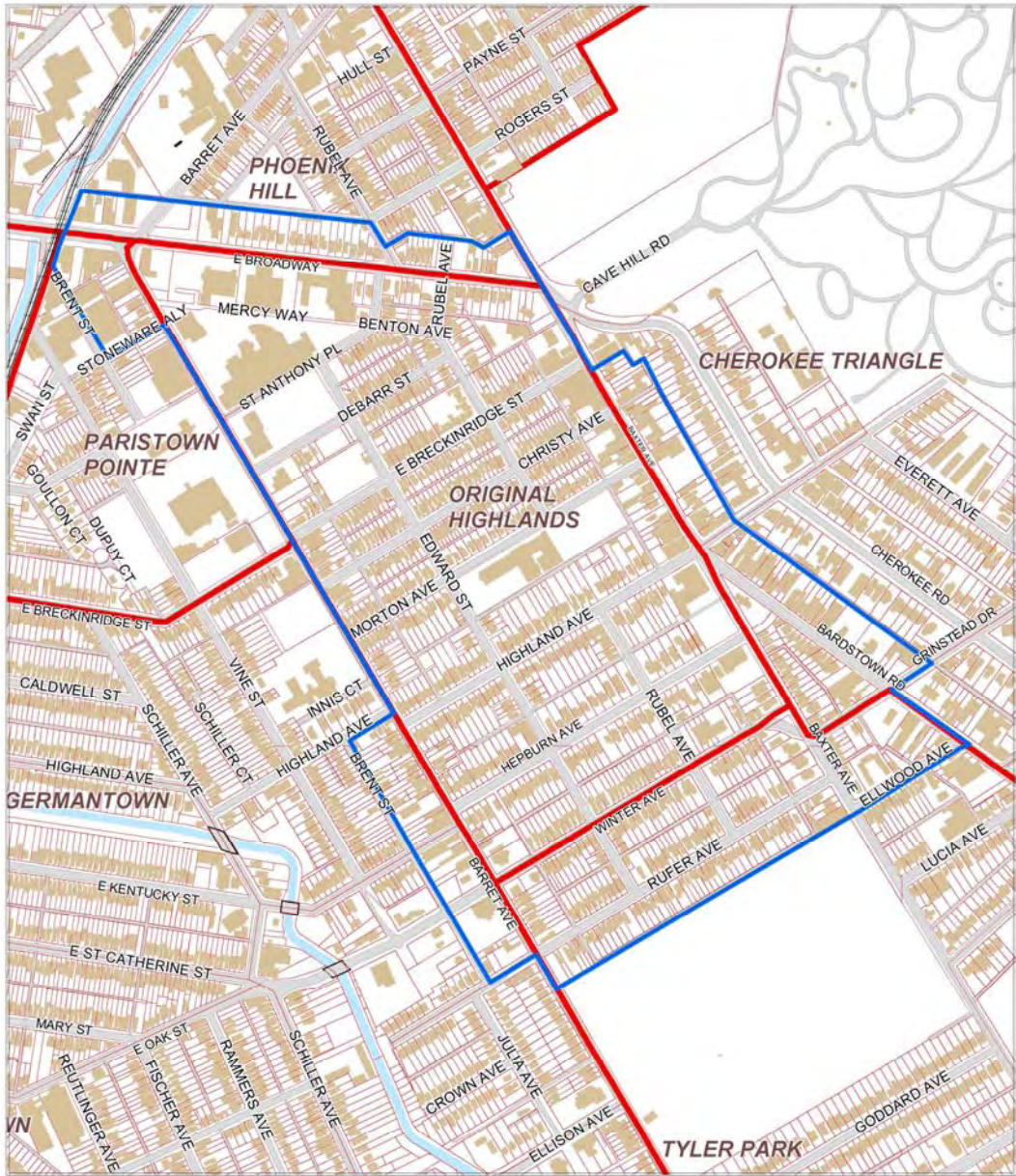
The planning process encompasses four phases: pre-planning, vision development, planning components, and approval process. The project schedule is shown in Figure 1-2. The plans must include several specific plan elements. These elements include a neighborhood identity narrative, a vision statement, a land use/community form component, a mobility component, a plan implementation section, and an executive summary.

The Original Highlands neighborhood has evolved from an older somewhat rundown neighborhood in the 1970's and 1980's into one of the truly dynamic urban neighborhoods in Louisville. It is a gateway to both downtown Louisville and the Baxter/Bardstown Road commercial district. Property values continue to rise, new commercial development thrives, and there remains a unique diversity and urban character to the neighborhood. In many senses, the Original Highlands embodies some of the best principles of recent urban planning thought – creating places where people can live near where they work, shop, seek entertainment, etc. All that can be had in the Original Highlands.

There are challenges. The Original Highlands has struggled for years with problems associated with parking shortages due in part to the success of businesses along Baxter Avenue. There have also been complaints of crime, vandalism, and related activity which cause concern among residents. Some of the infrastructure in the neighborhood, particularly the alleys, is old and in urgent need of repair or cleaning up. There are buildings and "spaces" in the neighborhood that are unsightly. In addition, there is the whole list of usual complaints found in urban neighborhoods ranging from problems with stray cats to litter to speeding traffic.

A key strength in the Original Highlands is the presence of a strong neighborhood association that is willing to engage the community and take action. In addition, the area's representatives on the Metro Council are supportive of and involved in the community and have participated in this planning process. Finally, the residents of the neighborhood, through the Planning Task Force and public meetings and workshops, have participated in and are supportive of the planning process in this neighborhood. This neighborhood plan has evolved after over a dozen meetings with the Planning Task Force, public meetings and workshops, and individual meetings with residents and individuals facilitated by PDS 's planning consultant.

Figure 1-1
Study Area



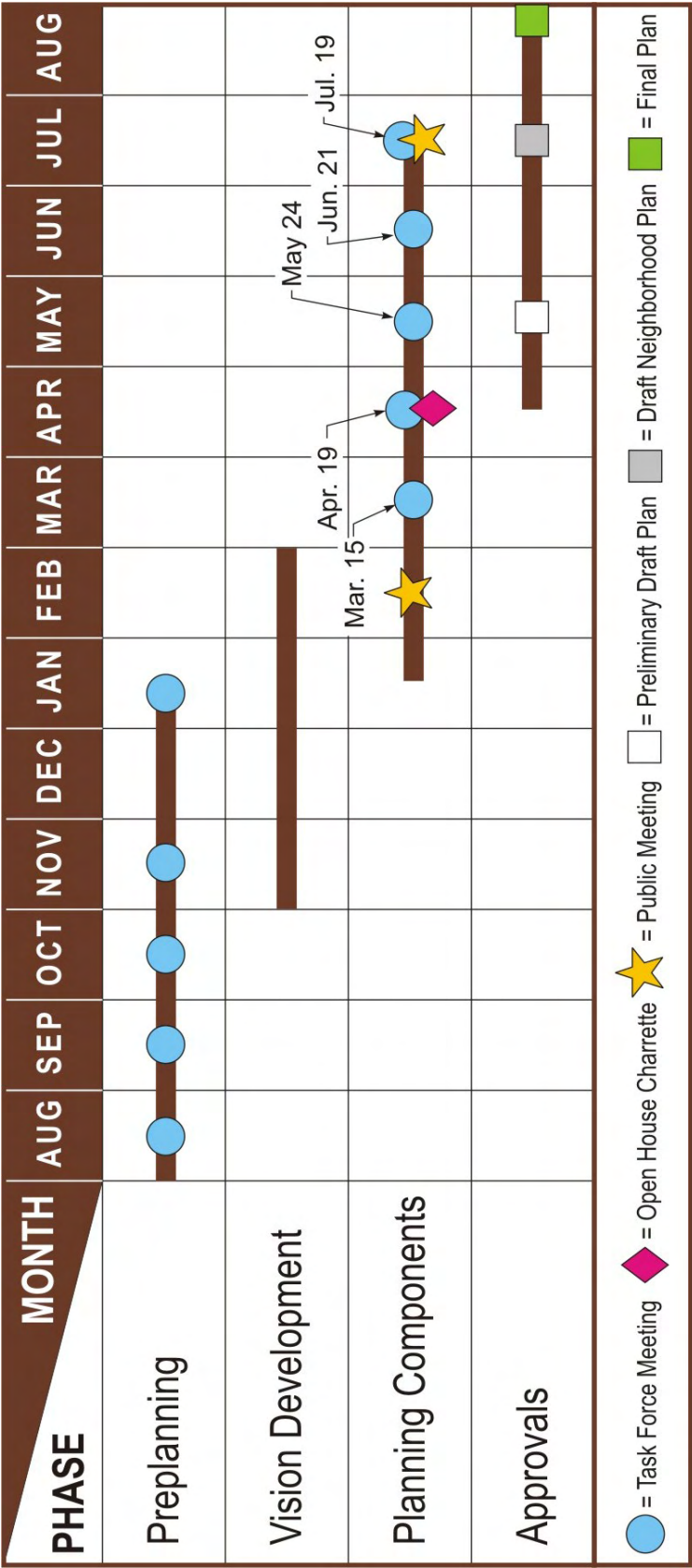
**Original Highlands
Neighborhood Plan**
Study Area



- Legend**
- Original Highlands Study Area (Proposed)
 - Parcel Lines
 - Active Railroad Feature
 - Railroad Bridge
 - Stream
 - Paved Road
 - Paved Bridge
 - Urban Neighborhoods


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Figure 1-2
Project Schedule



i:\Projects\3662\Graphics\Schedule

2. Vision Statement

In the neighborhood planning process, a vision statement provides an opportunity to bring community members together to express both the understanding of the community as well as their hopes and dreams of the future. Following is this statement as developed for the Original Highlands neighborhood.

ORIGINAL HIGHLANDS NEIGHBORHOOD

Vision Statement

In the year 2020, the Original Highlands maintains its strong sense of pride as one of Louisville's first neighborhoods, and continues to build on its legacy of being a diverse and affordable mixed-use neighborhood. The neighborhood has strengthened its sense of community through neighborhood programs and activities that promote a more livable traditional neighborhood that welcomes people of all ages and all walks of life. Alley and streetscape enhancements have contributed to the safe feeling of the neighborhood and have increased the neighborhood's appeal.

Baxter Avenue and Barret Avenue are vibrant commercial corridors, with shops, galleries, restaurants and other unique uses that make this neighborhood a city destination, enhancing the quality of life without intruding into the neighborhood's predominantly single-family residential fabric. Parking solutions have been implemented to lessen the negative impacts of visitors to the corridors.

New development and redevelopment respects the mass, scale and architecture of the neighborhood. Existing institutional structures have been adaptively and creatively reused in ways that create new neighborhood assets and are neighborhood-compatible. All new neighborhood uses strive to maintain and enhance the valuable historic personality of the Original Highlands.

3. Neighborhood Identity

Today, the Original Highlands is an integral, walkable, livable, traditional urban neighborhood that is considered to be a great place to live by those seeking an urban experience in a neighborhood environment. In every way the focus of those involved in this planning process has been to strengthen and enhance a vibrant, urban neighborhood.

History

The history of the Original Highlands neighborhood is one closely tied to historic transportation routes of Louisville. In the early 1700's an early buffalo trace was proposed and eventually developed as a toll road. Later, streetcar lines that served as a catalyst for early suburban expansion from the city's river basin were put in place. As one of Louisville's earliest suburban developments, the Original Highlands continues to serve today as one of the city's unique historic districts and the Bardstown/Baxter corridor continues to thrive as vital commercial and residential corridors.

The area of the Original Highlands Neighborhood was one of the earliest residential developments in the Highlands area. It was laid out by the heirs of Major William Preston as early as 1858, but little construction took place until the 1870s. There was, however, enough of a German population in this area during the Civil War that an 1865 defense map identifies the area as "New Hamburg."

Several factors led to the rapid development of the area. The Central Passenger Company, in 1871, extended its street car line out Baxter Avenue to Highland Avenue making the area a more practical place to live, still accessible from the central city. The establishment of Building and Loan Associations in the 1870s and 1880s allowed rising numbers of middle class people to own their own homes in suburban settings previously reserved for the elite.

The third factor which led to the turn-of-the-century development of the Highlands was the creation of the park system in the 1890s and establishment of the parkways as connectors to these parks.

By 1884, the Original Highlands area was well developed with mostly shotgun residences in frame construction. In the late 1880s and through the 1890s, the construction boomed and the area as we know it today was nearly complete. East Broadway, Highland Avenue and Hepburn Avenue rivaled the Cherokee Triangle real estate market of the 1890s and 1900s, with spacious late Victorian and vernacular residences containing all of the aesthetic amenities found on Cherokee Road.



Mercy Academy has been a major institution presence in the neighborhood for decades. The future of this complex after the school moves its operation is vital to the continued integrity of the neighborhood.

East Broadway is the northernmost street in the Highland Neighborhood and contains a combination of uses. Prominent structures include Concordia Lutheran Church (1930), and Breckinridge Metropolitan High School (1913). Concordia is one of Louisville's finest Gothic Revival Churches, designed by one of the nation's foremost church architects, Ralph Adam Cram. Breckinridge is a Beaux Arts School designed by Brinton B. Davis, a local architect to whom many fine designs are credited. The academy of Our Lady of Mercy, a large complex with a fine limestone façade is also located on East Broadway.

The houses that line Broadway are some of the finest found in the Highland Neighborhood. The 1100 block contains Victorian structures of both frame and brick construction. The residences in the 1200 block of East Broadway vary in age, materials and style. The north side of the block is generally comprised of shotgun residences dating 1890. 1229 E. Broadway is the oldest structure on Broadway. It is a two-story Italianate building built in 1872. Three unusual buildings are adjacent to one another at 1222, 1224 and 1228 East Broadway. The first two are very narrow, two-and-one-half story brick residences with glazed tile facades, and bargeboards and porches decorated with gothic motifs. Both were built in 1901, probably designed by architect, J.J. Gaffney. 1228 East Broadway is a two-and-one-half story residence built entirely of concrete block in 1902. Some of the houses on East Broadway remain as residences while a number have been converted to commercial office uses.



There are grand examples of fine architecture in both the residential and commercial areas of the neighborhood.

Rubel Avenue, a street perpendicular to Broadway, runs seven blocks to Rufer Avenue interrupted at Morton Avenue by the Traditional School property. Few residences face Rubel south to Breckinridge Street. In the 700 block of Rubel Avenue are several outstanding brick residences. 703 Rubel Avenue is two-and-one-half story brick residence designed by the imaginative local architect J.J. Gaffney, and built in 1899. Another nearly identical building is adjacent to 703 Rubel at 1220 E. Broadway.

St. Anthony Place and Benton Ave are small connecting streets lined with 1890s shotguns and a few larger Victorian residences of the same period.

Christy Avenue homes were working-class residences built in the early 1890s.

Morton Avenue contains the former site of the Church Home and infirmary (demolished late 1970s), located at 1508 Morton. It is now the site of Patterson Park and a playground for Jefferson County Traditional Middle School. The school, originally built as Atherton Girls School, is a Neo-Jacobean Style school designed by the local firm of Joseph and Joseph in 1924.

Highland Avenue and Hepburn Avenue are the two grand boulevards in the Highland Neighborhood, lined with large Victorian homes, which housed some of Louisville's foremost citizens at the end of the 19th century. These two streets rivaled Cherokee Road and Cherokee Parkway in their day.

Highland Avenue development occurred almost entirely during the 1890s. Trinity Lutheran Church, a Gothic Revival style church, was built in 1895 and designed by local architect Charles D. Meyer.

Hepburn Avenue developed about the same time, with some residences being built a bit earlier. 1504 Hepburn Avenue (built in 1912) and the three adjacent brick bungalows are located on the site of the original large brick home owned by Sidney J. Rogers, the developer of this section of the neighborhood, and descendent of William Preston, the 1744 land grantee of this section of the city. St. Bridgid Church, rectory and school are basilica in design and are a product of the work of architect C.A. Curtin in 1913.



A number of the larger houses in the neighborhood have been converted into multi-unit residences.

Winter Avenue consists of predominately frame shotgun residences. Although some alteration has occurred, most of the homes are intact. Construction spans about 20 years from 1885-1905.

The Bardstown Road/Baxter Avenue commercial corridor is the major thoroughfare in the neighborhood. Throughout the 200 years of this transportation artery, the street name has changed several times. The entire artery was first called the Bardstown Pike. Later, Baxter Avenue was introduced, but the length of Baxter varied, however, until finally, in ca. 1930, Baxter Avenue became what it is today. The section of Baxter from Highlands Avenue to Eastern Parkway was once known as Von Borries Avenue, named for a prominent local merchant who once resided at 1505 Rosewood Avenue in the Tyler Park neighborhood. The commercial structures along the section of Baxter Avenue prior to the split at current Bardstown Road contain an architectural phenomenon that was first seen on the corridor around 1915 and continued for about 15 years. As the commercial value of the corridor frontage increased, residences were adapted to commercial use by building a one-story addition to the front of the residence, and extending it out to a zero setback.

Baxter Avenue on the west border of the neighborhood is another key commercial corridor. Several thriving businesses, anchored by Lynn's Paradise Café, are located between Highland and Winter Avenues. There is also a mix of neighborhood commercial, residential, and institutional use to the north.

In 1981, a "Strategy Plan of Guided Growth and Redevelopment for the Bardstown Road/Baxter Avenue Corridor" was published by the Louisville and Jefferson County Planning Commission and adopted by the City of Louisville. In 1978, the Louisville Community Design Center conducted a survey of business owners on the corridor and residents of the adjacent neighborhoods, and published a report in the form of a tabloid titled, "Inform." Both studies call for the preservation of the commercial corridor. The Planning Commission study cited the architectural character and

cohesiveness, in spite of the intrusions, as the single most attractive feature of the corridor. It also recommended that the character of the area be retained through design standards, that demolition be discouraged, and that new infill construction and major rehab be compatible in terms of setback, height, materials, and landscaping. The survey of residents and business owners supported those recommendations.



There has been significant business investment in the Baxter Avenue corridor over the past decade.

Demographics and Defining Character

Approximately 2,000 people live in the Original Highlands neighborhood. Comparisons of the 1990 and 2000 census (refer to Appendix A) show that there has been little change in population. Slightly over 89 percent of the residents in the neighborhood are white with about 3 percent African-American. The neighborhood has a smaller percentage of youth under 20 and people over 60 than Louisville/Jefferson County as a whole. About 44 percent of the housing units in the neighborhood are owner occupied and 47 percent are renter occupied. Household income is generally comparable to that in the County with almost 35 percent earning between \$25,000 and \$50,000 per year and another 14 percent earning over \$50,000. The number of households with incomes lower than \$10,000 (12%) is slightly higher than the County.

The demographics, housing stock and overall character of the neighborhood is very representative of a traditional urban neighborhood. Through its evolution over nearly two centuries, the area has a remarkable stock of visually striking houses. Given its proximity to both downtown and the Highlands, the Original Highlands has become a very desirable place to live. It's walkability, proximity to work, recreational, entertainment, and shopping resources is one of a number of examples in Louisville of how an urban neighborhood can transform into a showcase for the community.

The neighborhood has a myriad of unique defining characteristics. These include the landscaped island at Baxter and Winter, The corner of Highlands and Baxter with the coffee shop and post office and restaurants, Lynn's Paradise Café, Jefferson County Traditional Middle School, the bars and restaurants on Baxter, and recently the emergence of the Original Highlands Festival as a community celebration. Perhaps the most unique defining characteristic of the neighborhood is the people and the strong and vibrant neighborhood

organization – the Original Highlands Neighborhood Association (OHNA), which has been remarkably active prior to and through the development of this neighborhood plan. The input and creativeness of such a group into the viability of a neighborhood cannot be underestimated.

Through the efforts of PDS, the Task Force, and the consultant, a thorough documentation of the existing conditions in the Original Highlands neighborhood has been compiled. This inventory includes demographic analysis, zoning, land use, etc. Information was collected from Louisville Metro’s LOGIC geographic information system (GIS) database, 2000 census data, and other sources.

The data was documented and mapped to provide tools for assessing neighborhood issues, development patterns, and trends. The information is provided in Appendix A and includes:

- Cornerstone 2020 Form Districts;
- Demographic profile;
- National Register Historic District Boundary;
- Zoning;
- Land Use;
- Lot Size;
- Housing (Ownership/Rental);
- Structure use;
- Alley conditions;
- Parking; and,
- Liquor Licenses.

The data collected during this phase has been used during the various public and Task Force working sessions held during the project.

4. Land Use/Community Form

The primary objective of the land use/community form component of the plan is to "...research the current land use and patterns of development for the study area."¹ The overall context of this section is to facilitate development of recommendations that allow the neighborhood to evolve consistent with the residents' and community vision. Several issues are key. These include: zoning (in both the residential and commercial areas of the neighborhood), the possibility of having the neighborhood designated as a local historic district, assessment of the three primary institutional facilities in the neighborhood, and looking at the issue of open space.

Summary of Land Use and Community Form Goals and Objectives

Through a series of community meetings facilitated by PDS, the Task Force for the neighborhood plan identified a series of key goals and objectives for the plan. These focused on several areas, including:

- Maintaining and enhancing the single-family residential character of the neighborhood while focusing commercial and/or mixed use development along the Baxter and Barret Avenue corridors;
- Ensuring that the adaptive reuse of institutional structures be compatible with the neighborhood and either be residential or appropriate office/commercial/residential mixed use;
- Enhancing all modes of transportation in the neighborhood through road improvements, streetscape enhancements, traffic calming, and other measures;
- Focusing on providing a solution to the parking problems that result from patrons of the establishments on Baxter Avenue parking throughout the neighborhood; and
- Ensuring that a balance of uses (i.e., bar, restaurant, retail) is maintained to prevent any one type of use from becoming dominant.

These goals and objectives were the basis upon which the vision for the neighborhood and the various recommendations in this neighborhood plan were prepared.

¹ Louisville Metro Neighborhood Planning Guidebook, Louisville Metro Planning and Design Services, July 2005.

Zoning

In terms of zoning, there are alternatives for both the residential and commercial portions of the neighborhood. Most of the neighborhood is zoned R6, which allows multi-family households. Through the public input process (task force, surveys, public meeting) there has been an expressed interest in ensuring the neighborhood remains primarily single-family or at most two-family neighborhood.

In addition, there is a need as expressed by the neighborhood to prevent emergence of the Barret Avenue corridor as another Baxter Avenue and to ensure a balance of bar/restaurants and other uses on Baxter Avenue is maintained. The primary alternatives are three zoning categories: Urban Neighborhood, R5, and R5B. These would replace the existing R6 zoning although there could be some “spot” R6 zoning to remain. There are two commercial corridors in the Original Highlands. These are Baxter Avenue (or Baxter Avenue/Bardstown Road) and Barret Avenue. There are three applicable zoning categories that could be used in these corridors. These are C1, C2, and CR.



The technical facts and pros and cons of each of these zoning codes are presented in Appendix B and discussed in Table 4-1.

Community Form

Community form refers to the neighborhood make-up. As defined in Cornerstone 2020, the Louisville Metro Comprehensive Plan, the Original Highlands is made up of Traditional Neighborhood and Traditional Marketplace Corridor form districts. Revitalization and reinforcement of these districts focuses upon preservation and renovation of existing buildings; preservation and maintenance of the existing grid pattern of streets and alleys, and preservation of open space. Relative to the Original Highlands, the emphasis vis a vis community form must be protection of the historic resources in the neighborhood, adaptive re-use of institutions, increasing the opportunity for open space; and providing for effective movement of autos/trucks, bicycles, and pedestrians. Visual appearances are key. Many of the alleys in the Original Highlands have been left to deteriorate and in fact provide safety hazards in some locations. Overall, recommendations resulting from Community Form will focus on these areas.

Table 4-1
Zoning Overview

Zoning Category	Key Facts	Pros	Cons
R-6 Multifamily (existing)	<ul style="list-style-type: none"> ➤ Single family residential and multi-family residential uses ➤ Density: 17.42 units/AC ➤ FAR: 0.75 	Allows maximum flexibility to property owners for reuse of property.	Increases possibility of absentee landlords and possible non-maintenance of property, strains parking resources, and is sometimes perceived as “increasing density” to unacceptable levels.
R-5 Single Family (Lots should be 6000 sf and 35’ min width)	<ul style="list-style-type: none"> ➤ Single family residential uses ➤ Density: 7.26 units/AC ➤ FAR: 0.5 	Restricts area to single-family.	May make many of the lots in the neighborhood substandard.
R-5B Two-Family (Lots should be 4500 sf and 35’ min width)	<ul style="list-style-type: none"> ➤ Two-family residential uses ➤ Density: 2 dwellings per lot ➤ FAR: 0.5 	Allows a maximum of 2 units per lot so restricts multifamily but gives owners some flexibility.	Requires more parking. Some lots would be substandard.
U-N Urban Neighborhood (Lots should be 2500 sf and 25’ min width)	<ul style="list-style-type: none"> ➤ Single family residential and multi-family residential with Metro Planning Commission approval ➤ Density: 1 dwelling per lot ➤ FAR: 0.75 	Allows some multifamily but neighborhood has input. Allows smaller lots but infill standards protect from overdevelopment.	May not be restrictive enough to encourage desired single-family character. To offset this, the UN district ordinance should be revised to allow greater neighborhood control in the planned development option process.
C-1 Commercial	<ul style="list-style-type: none"> ➤ Permits a variety of commercial and residential uses including bars, restaurants without outdoor seating, retail stores, offices, specialty shops, single family and multi-family residential ➤ FAR: 1.0 	Less intense commercial development could be suitable to Barret development.	May be perceived as restrictive by property owners and lower their property values.
C-2 Commercial	<ul style="list-style-type: none"> ➤ Permits a variety of commercial and residential uses including bars, restaurants with outdoor seating, retail stores, offices, specialty shops, single family and multi-family residential ➤ FAR: 5.0 	Maximizes value for property. Gives owners flexibility to respond to market.	Neighborhood has minimum control. Possibility of Baxter Avenue being recreated on Barret.
CR – Commercial/Residential	<ul style="list-style-type: none"> ➤ Permits mix of commercial and residential ➤ Would not allow large restaurants or bars. 	Would support and enhances concept of arts district.	May be perceived as restrictive by property owners and lower their property values.

Historic Preservation

Currently, the Original Highlands is a National Register Historic District. This designation offers some protection for structures within the district from federally funded projects and makes property owners eligible for certain tax credits. There has been discussion of obtaining Local Landmarks Designation for the neighborhood through the Landmarks Commission process. This process effectively prevents massive changes to structures that alter their historic character. Landmarks districts currently exist in the Cherokee Triangle, Old Louisville, Butchertown, Clifton, Limerick, and the business district in Parkland. If the neighborhood were to pursue such a designation, they would need to obtain signatures of 50% of the property owners in the affected area or 200 people in the affected area. If designated, an architectural review committee (ARC) is established. The ARC has three members from the Landmarks Commission and four who are appointed by the Commission with approval of Metro Council. Every ARC includes property owners or residents of the district. The neighborhood, through the ARC, can write its own design guidelines within the overall framework of Landmarks. It should be noted that a recommendation in this plan to consider a historic district does not mean establishment of such a district.

Institutions

Currently available information indicates that Kindred has no plans for major expansion or to move from their current facility. Likewise, Breckenridge Metropolitan High School is likely to continue as is for at least the remainder of this school year and the next. That does not mean that they are likely to move but there has been talk of them moving to a different facility because they are in an older building. Mercy Academy is definitely moving. They will vacate the building during the summer of 2007. They want to sell the building, but would like to ensure that the future use protects the heritage of the building and the location. They have had some very preliminary exploratory discussions with parties considering the location for a school, assisted living complex, or social service use.



The neighborhood through the public involvement process has expressed concern about what happens to these institutions. Their preference is that the use be compatible with the neighborhood and preferably focus upon residential or mixed/use development. In the case of Mercy Academy, this would be consistent with the effective zoning in the area.

Open Space

The Original Highlands is essentially “built out.” The only true open space is the school property and Patterson Park just east of Jefferson County Traditional Middle School. Linkages to other parks such as Tyler and Cherokee through bike routes, enhanced pedestrian connections, etc. may be interesting concepts for creating access to open space for neighborhood residents.

Recommendations

Figure 4-1 and Table 4-2 at the end of this chapter present recommendations for the land use/community form component of the neighborhood plan. The recommendations have been organized into three categories:

1. Cornerstone 2020 Group – These recommendations will be amended into the comprehensive plan. There are two types of these recommendations, one dealing with land use and community form and the other dealing with land development code.
2. Policy Programmatic Group – These recommendations deal with policy and program issues such as voluntary/community participation programs, development of a block watch, etc.

3. Infrastructure/Capital Improvement Group – These recommendations deal with project recommendations for inclusion within the capital budget of the participating local government such as sidewalk improvement, library construction, etc.

The recommendations for the Land Use/Community Form component have been based on an extensive public involvement process including two public meetings, a workshop/charette, and several meetings of the neighborhood task force. They represent the intent of the plan to work towards the vision of the neighborhood and reflect the goals and objectives established for the plan.

Key recommendations focus upon residential rezoning (Urban Neighborhood – UN north of Morton and R-5B single family south of Morton). The purpose of these rezonings is to guide the neighborhood to become an area with a greater emphasis on single-family, owner occupied households with enough leeway to allow existing multi-family and future reuse of larger structure as duplexes. This will contribute both to prevent the neighborhood from transforming into a rental/apartment district and allowing it to maintain its current diversity.

It is recommended that a portion of Barret Avenue north of Lynn's be rezoned to Commercial – Residential, CR, which effectively will prohibit the type of development that exists on Baxter Avenue and encourage a boutique/arts type district. In addition, the area from Lynn's to south of Winter, which will remain as C2 zoning, will be designated as a Traditional Neighborhood Activity Center as discussed in Cornerstone 2020 and the fact that Barret Avenue is not in Traditional Marketplace corridor. The boundaries of this area should not be expanded and it will encourage neighborhood-serving uses.

An important focal point for the future is maintaining a positive balance between the neighborhood and commercial district (i.e., bars and restaurants) on Baxter Avenue. While they are recognized as contributing to the vibrancy, economy and visual appearance of the neighborhood there are also issues, primarily that patrons park throughout the neighborhood, often leave and return to their cars late (post-midnight) and there are perceived and actual conflicts or excessive noise, littering, etc. The plan recommendations consideration of future development on Baxter reflect the goal of a Traditional Marketplace corridor under Cornerstone 2020 as a mixed use corridor without a predominance of any one type of use. Effectively, additional bars or restaurants with liquor licenses should be discouraged.

The plan as envisioned on Figure 4-1 also contains reference to development of an Arts District on Barret Avenue. This in effect is already happening and Louisville Metro should work with the businesses to create an environment that would reflect an eclectic boutique type environment that would be attractive to residents and visitors to the neighborhood. Open space in the Original Highlands is rare. The plan envisions continuation of the pocket park at the Jefferson County Traditional Middle School as well as development of a small neighborhood park area near Kindred Hospital and a passive park at the government center complex on Barret Avenue.

Figure 4-1

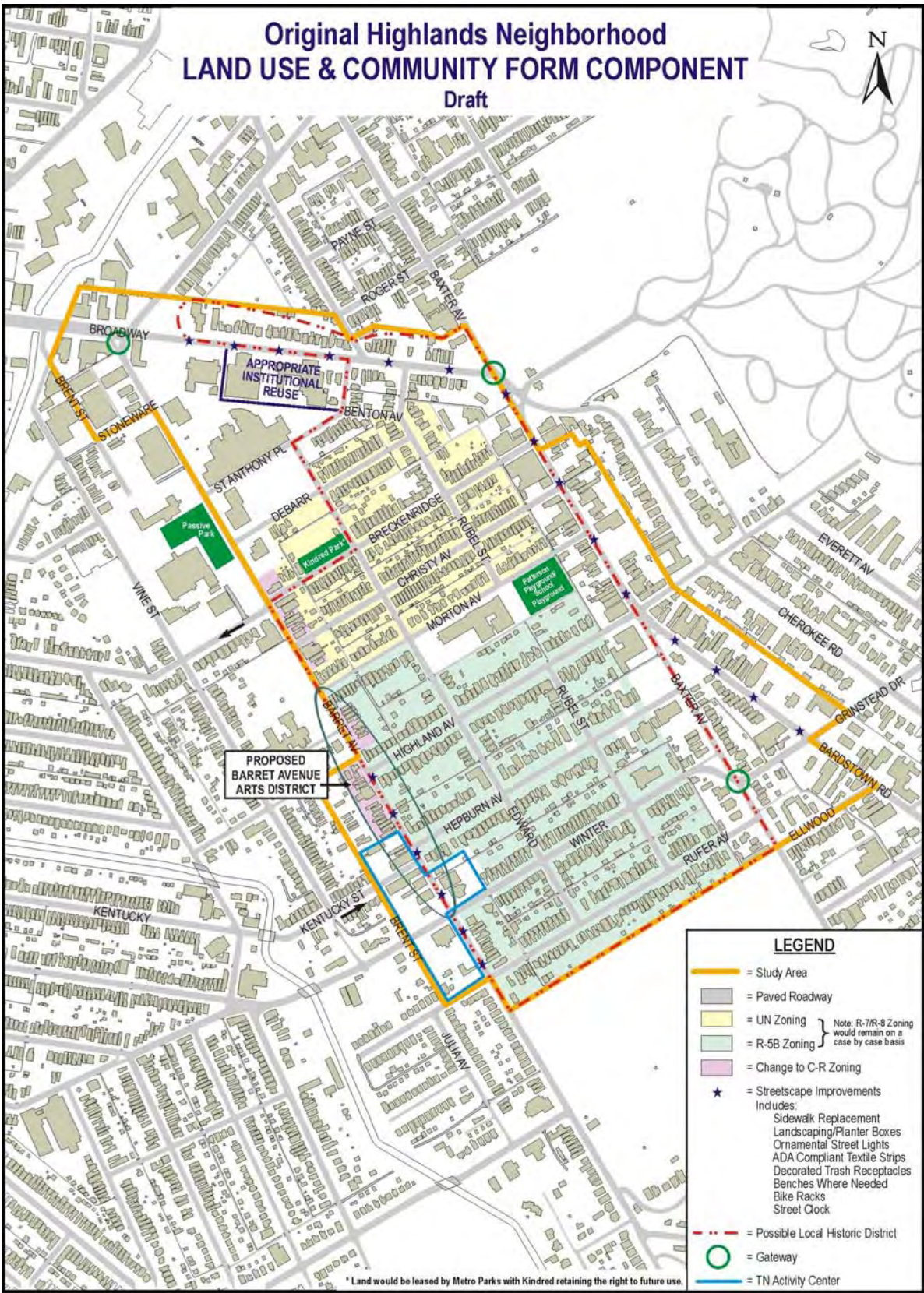


Table 4-2
Original Highlands Neighborhood Plan
Land Use & Community Form Recommendations

Recommendation	Implementation Responsibility	Cost	Timeframe
Cornerstone 2020/LDC			
LU1 – Rezone area of neighborhood north of Morton to UN Zoning. As shown in Figure 4-1.	Louisville Metro Planning Commission	Staff Time	Short, < 1 year*
LU2 - Revise the UN district ordinance to allow for greater neighborhood involvement in the process for planned development options (the only mechanism for creating multi-family development in the UN district).	Louisville Metro Planning Commission	Staff Time	Short, < 1 year*
LU3 – Rezone area of neighborhood south of Morton to R-5B. As shown in Figure 4-1.	Louisville Metro Planning Commission	Staff Time	Short, < 1 year
LU4 – Rezone appropriate portion of Barret Avenue corridor to C-R. As shown in Figure 4-1.	Louisville Metro Planning Commission	Staff Time	Medium, 1 to 3 years
LU5 – Designate properties on Barret from Lynn’s Café (984 Barret Ave) to one block south of Winter as Traditional Neighborhood Activity Center. As shown in Figure 4-1.	Louisville Metro Planning Commission	Staff Time	Short, < 1 year
LU6 – Any proposed change of use of Mercy Academy or Breckenridge Metropolitan High School should be focused on condominium or mixed professional office/residential.	Louisville Metro Planning Commission	Staff Time	Ongoing
LU7 – Revise Land Development Code to add to permitted use list to include: Studios for artist, designers, and similar professionals. Also, list art galleries and shops.	Louisville Metro Planning Commission	Staff Time	Ongoing
LU8 – Per Cornerstone 2020, Baxter Avenue is a Traditional Marketplace corridor and encourages a mix of land uses compatible with the form. An over abundance of any one use is not consistent with Cornerstone 2020. Additional bars or restaurants with liquor licenses over and above the current density should be discouraged.	Louisville Metro Planning Commission	Staff Time	Ongoing
Policy-Programmatic			
LU9– Monitor any new development projects along Baxter and Barret and ensure consistency with neighborhood and Metro plans.	PDS, Original Highlands Neighborhood Association	Staff Time	Ongoing
LU10 – Consider local historic district designation for Original Highlands.	PDS, Landmarks Commission, OHNA	Staff Time	Medium, 1 to 3 years
LU11 – Encourage development of art gallery district along Barret Avenue (As referred to in Figure 4-1)..	Business Association and Metro Government	Staff Time	Ongoing
Infrastructure/Capital Improvements			
LU12 – Plan for and implement streetscape master plan and improvements along Baxter Avenue and Broadway.	PDS, Public Works	Cost will be dependent on designs	Long, > 3 years
LU13 – Plan for and implement gateway treatments in cooperation with Brightside.	PDS, Public Works, OHNA, Brightside	Cost will be dependent on designs	Medium, 1 – 3 years
LU14 – Develop open space/park area adjacent to Kindred and/or the Metro government center on Barret.	PDS, Metro Parks	Cost will be dependent on designs	Medium, 1 – 3 years

Timeframe for recommendations could be increased or decreased depending on unforeseen circumstances.

5. Mobility

The primary objective of the mobility component of the neighborhood plan is "...to review the effectiveness of all modes of transportation."² The mobility component reviews a number of questions relative to the transportation system in the neighborhood with an emphasis on whether the system balances different types of movement – auto, walking, cycling, bus for particular purposes – shopping schools, work, exercise. In various meetings held with the task force and the neighborhood the primary discussion has focused on the parking situation, particularly as it relates to the businesses along Baxter Avenue and to a lesser extent speeding and traffic issues, alleys, and sidewalks.

Parking

Parking is often a problem in older traditional neighborhoods, particularly those adjacent to thriving commercial areas. The problem derives primarily from the proximity to such areas, because people conducting business or patronizing an establishment in the area will access parking in the neighborhood when the limited parking available is full. To some extent it also derives from the fact that the lot sizes are so small that there is no room for parking of a resident's vehicle on his or her property. A recent parking study conducted by the Parking Authority of River City (PARC) has indicated that the Original Highlands neighborhood has the most significant parking problems (i.e., lack of capacity) in the entire Bardstown Road/Baxter Avenue corridor (See Appendix A). Some options include parking permits, development of a parking facility to accommodate Baxter Avenue traffic, creation of neighborhood parking insert lots (i.e., small lots that can accommodate 6 – 8 cars located at various spots around a neighborhood) and others.

Transportation Issues

In discussions with residents, the most common transportation issue that arose was speeding. Speeding issues in neighborhoods can be addressed by enforcement, traffic calming (e.g., speed humps or tables, mini-roundabouts, etc.), and placement of stop signs. In the Original Highlands, speeding has been identified as a particular concern on the major east west streets (Winter, Hepburn, Highland, and Breckenridge as well as on Baxter Avenue southbound past its juncture with Bardstown Road). A number of communities (Seattle, Washington; Austin, Texas; and Huntsville, Alabama) have instituted neighborhood traffic calming programs to address these issues.

Typically, for a neighborhood traffic calming program to be established, there must be consensus of the residents (typically 60% or more in an affected area) in support of the program. Traffic calming has numerous benefits. For example, in addition to prohibiting excessive speeding or use of neighborhood streets as arterial corridors, traffic calming can provide increased open space opportunities. While the island garden at Winter and Baxter is a

² Louisville Metro Neighborhood Planning Guidebook, prepared by Louisville Metro Department of Planning and Design Services, July 2005

large example, mini traffic circles can provide landscaping opportunities as well as provide traffic calming in streets of a size comparable those that existing in the Original Highlands.

Bicycle and Pedestrian Issues

Sidewalks are very important to the viability and overall attractiveness of a neighborhood. They are probably the single most important ingredient to a neighborhood's walkability. It is important to identify deficient sidewalks so that repairs can be programmed. Another mobility issue often looked at in neighborhood plans is bicycle access and routes. A number of recent articles in the Courier-Journal have noted that Louisville is not a bicycle friendly city. To address that, about \$3.5 million in capital projects has been allocated to a couple locations in other

areas of Louisville for "fixes." There may be ways to make cycling safer and more attractive in the Original Highlands neighborhood.



The Jefferson County Traditional Middle School is a pedestrian, auto, bus, and bicycle destination.

For the most part, the sidewalks in the Original Highlands appear to be in good condition and cover the entire neighborhood. There are no major disconnects in the sidewalk system. Periodic reviews should be conducted to identify any unsafe or deteriorating sidewalk infrastructure and these should be reported to Public Works.

Bicycling in Louisville is in a major renaissance phase. From the Metro-wide planned ring of parks to the various neighborhood plans being conducted, bicycling issues are important to each area. Any bicycling type improvement in a neighborhood should connect to a greater system. For the Original Highlands, creating bicycle linkages to the downtown and to the neighborhoods to the south and east are important. One proposal that has emerged in the plan is a bicycle boulevard on Morton Avenue, which would be instituted along with neighborhood traffic calming.

Bicycle Boulevards are designated bicycle routes on urban and suburban streets that use traffic management and traffic calming strategies to control motor vehicle traffic while allowing good mobility for cyclists and pedestrians. For example, a Bicycle Boulevard may be a residential street with barriers every five or six blocks that restrict or severely limit motor vehicle traffic but allow bicycles and pedestrians to easily pass. Traffic speeds are typically reduced to about 20 miles per hour through speed limits and traffic calming. Motorists still have full access along the street, but cannot use it for through passage. The Bicycle Boulevard has priority at intersections with most cross streets. Examples exist in a number of cities, including Berkeley, California; Palo Alto, California; Portland, Oregon; Eugene Oregon; and Vancouver, British Columbia.

Alleys

Alleys can be (sometimes to the negative) part of the traffic circulation system. They also can become very unsightly and even perceived as dangerous because of poor lighting, overgrown weeds, trash, etc. A survey of the alley infrastructure in the neighborhood was conducted as part of this plan. Certain alleys need to be improved immediately as they represent unsafe areas for both vehicular and pedestrian use and are virtual eyesores.

Public Transit

The Original Highlands is well served by public transit. Because of the proximity of the neighborhood to bus routes on all sides there does not seem to be a need for more bus service, although trolley service could be one part of an overall answer to the neighborhood's parking issues. Additional transit amenities such as shelters and benches could be an attractive addition to the neighborhood. An example of this is the bus shelter at the Douglas Loop. In the future, as the Transit Authority of River City (TARC) evolves a real time passenger information system, bus kiosks with arrival and departure information at locations such as the Baxter/Bardstown/Highland intersection would be attractive.

Recommendations

Figure 5-1 and Table 5-1 at the end of this chapter present recommendations for the mobility component of the neighborhood plan. The recommendations have been organized into three categories:

1. Cornerstone 2020 Group – These recommendations will be amended into the comprehensive plan. There are two types of these recommendations, one dealing with land use and community form and the other dealing with land development code.
2. Policy Programmatic Group – These recommendations deal with policy and program issues such as voluntary/community participation programs, development of a block watch, etc.
3. Infrastructure/Capital Improvement Group – These recommendations deal with project recommendations for inclusion within the capital budget of the participating local government such as sidewalk improvement, library construction, etc.

The recommendations in the mobility component focus on the key mobility issues as identified in the plan. These are discussed generally from Baxter Avenue to the west and are not necessarily in order of importance. Dealing with the parking issues associated with Baxter Avenue and the corridor. As shown in the recent study done by the Parking Authority of River City (PARC), the corridor has some of the worst parking deficiencies along the entire Baxter Avenue/Bardstown Road corridor. The recommendations in the neighborhood plan identify locations for a possible parking garage or public parking area. It is felt that coordinated with a signage program people traveling to Baxter Avenue would not have to go into the

neighborhood to park. In addition, the recommendations include a proposal to study the conversion of Christy, Morton, and Highland to one-way streets from Rubel to Baxter only. The purpose of this conversion would be to discourage people from turning off Baxter to park in the neighborhood when going to establishments along Baxter. If adequate public parking existed at a signed location on Baxter, the combination of these measures may alleviate some of the parking problems the neighborhood experiences. Another dimension of the parking recommendations is creation of a residential parking district. A similar district was recently formed in the Old Louisville neighborhood after a two-year process. Creation of such a district would be initiated by the Original Highlands Neighborhood Association and be developed in conjunction with a process administered by the Parking Authority of River City.

A traffic calming program, combined with a bicycle boulevard on Edward Street, is envisioned for the interior of the neighborhood. This would involve the building of mini traffic circles at several locations. Based on programs in other cities, there is sufficient right-of-way to build these circles. The impact would be to slow traffic coming through the neighborhood and allow cyclists to pass through intersections without needing to stop at each. There should be minimal impact on resident parking.



Example of what a mini-traffic circle could look like in the Original Highlands (the stop sign would be removed in real life!)

The plan also identifies an alley improvement program that would be coordinated initially by Planning and Design Services with the appropriate branches of Metro Government. This program would focus particularly on improving the really problematic alleys identified in red in Figure 5-1.

Finally, the plan identifies locations for pedestrian and transit stop enhancements, recognizing the need to sustain and improve the very positive walkability and public transportation characteristics of the neighborhood.

Figure 5-1



Table 5-1
Original Highlands Neighborhood Plan
Mobility Recommendations

Recommendation	Implementation Responsibility	Cost	Timeframe
Cornerstone 2020/LDC			
M1 – Prohibit future parking waivers until an effective solution to current parking concerns is identified.	Planning Commission	PDS staff time	Ongoing
Policy-Programmatic			
M2 – Implement coordinated parking management strategy consistent with PARC Parking Study for Bardstown/Baxter Ave.	PARC	Cost for signage plus additional study would be incurred	Short , 1 year*
M3 – Consider one-way eastbound on Christy, Morton, and Highland from Rubel.	PDS/Public Works	Cost for signage plus additional study would be incurred	Medium, 1 – 3 years
M4 – Consider Residential Parking Program. (Refer to Figure 5-1)	PARC	Cost for signage plus additional study would be incurred	Medium, 1 – 3 years
Infrastructure/Capital Improvements			
M5 – Consider parking structure if determined appropriate by PARC Parking Study for Bardstown/Baxter Ave. (Refer to Figure 5-1)	PARC	\$3,000,000 +/- depending on size	Long, >3 years
M6 – Explore Pilot Neighborhood Traffic Calming Program with appropriate pre-engineering guidelines.	PDS/Public Works	\$50,000 +/-	Medium, 1 – 3 years
M7 – Consider designating Edward St. as a Bicycle Boulevard (would be coordinated with M6). (Refer to Figure 5-1)	PDS/Public Works	Cost for striping and signage	Medium, 1 – 3 years
M8 – Enhance pedestrian connections at key neighborhood intersections. (Refer to Figure 5-1)	PDS/Public Works	Cost would be highly dependent on design and size	Long, >3 years
M9 – Enhance Transit/Trolley service with Pedestrian Improvements (Refer to Figure 5-1)	PDS/Public Works/TARC	Cost would be highly dependent on design and size	Medium, 1 – 3 years
M10 – Explore alley improvements and possibly a greenway loop in the alley, behind Morton and Christy and Breckenridge and Christy	PDS OHNA	Cost would be highly dependent on design and size	Medium, 1 – 3 years
M11 – Consider real-time bus arrival information system at Baxter and Highland bus stops.	TARC	Would be part of overall system implementation	Long, > 3 years

Timeframe for recommendations could be increased or decreased depending on unforeseen circumstances

6. Neighborhood Improvement Resources

The strategies and recommendations presented in the preceding two chapters will take months and years to be realized. Every neighborhood has many issues that need not wait. They can be addressed by the local neighborhood association or individual residents. This section introduces neighborhood improvement resources, which can be used for problems ranging from diseased trees to crime to garbage in the alleys.

Trees and Landscaping

- Develop a list of needs associated with trees. This could include a list of dead/diseased trees and locations where trees are missing or needed. Work with the City Arborist, annually, to address needs.
- Brightside provides free planting materials annually to Metro organizations. Participate in this program and landscape public areas.
- Brightside offers NatureScape Grants annually. These grants provide funding up to \$1,500 annually for a maximum of two consecutive years. These funds can be used to plant trees, create landscaped areas or for cleanup projects.
- Brightside will provide cleanup supplies such as gloves and trash bags free of charge for neighborhood cleanups. Organize a spring and a fall cleanup.

Special Projects

- Apply for grant funding through Louisville Metro's External Agency Fund. These funds are to be used for non-construction purposes. They could perhaps be used for additional neighborhood planning or for documentation necessary for a landmarks district designation.

Crime

- Use Louisville Metro Police Department's QuickTip program. This is a program that can be used to report criminal activity. Reports can be made online or by using QuickTip cards that can be obtained at any local Police substation.
- Continue the recently renewed Neighborhood Watch Program.
- Have neighborhood residents participate in the Citizens Police Academy program offered by LMPD. This will promote ties to the LMPD and also help residents understand how the LMPD functions.

Drainage Issues

- Call or email Metrocall. These issues are sent directly to MSD. Typically MSD then sends out a representative to assess the problem or issue.

Dilapidated Housing and Infrastructure Problems

- Participate in Louisville Metro's Metrocall 311 Neighborhood Liaison Program. The neighborhood association can designate one or two people to participate in this program. These individuals can either call Metrocall or go online and report suspected violations or other issues such as potholes. All calls and emails are assigned a case number and the 311 Neighborhood Liaison can then track all of the neighborhood issues.

Generating Funds

- Consider becoming a 501 (c)(3) corporation, which provides an IRS tax-exempt status. This status allows for the neighborhood to be eligible for a wider variety of grant funds. It also makes neighborhood dues or donations tax deductible.

Website

- Continue to maintain the neighborhood's Neighborhood Link website. Include information such as a link to the Neighborhood Plan, meeting minutes and special events including cleanups and other festivals and activities. Louisville Metro's Department of Neighborhoods provides training sessions for Neighborhood Link.

Neighborhood Planning and Policy

- Appoint a Neighborhood Association member or two to participate in Louisville Metro's Neighborhood Planning College. This program is designed to empower effective citizen participation in neighborhood planning.
- Have neighborhood members participate in some of Louisville Metro's Department of Neighborhoods training programs. Training classes are held on bylaws; conflict resolution; Inspections Permits and Licensing; and Neighborhood Link.

Communication

- Maintain an email list of neighborhood residents and businesses. Send out emails on crime and safety, IPL issues, neighborhood events, minutes from association meetings, etc. This is a good resource to use if you need to solicit volunteers for an event, find a lost pet, notify neighbors of criminal activity, remind residents of neighborhood meetings, etc.

The Original Highlands Neighborhood Association (OHNA) will be key to ensuring that the opportunities identified above are met. Table 6-1 presents recommendations relating to these issues.

Table 6-1
Original Highlands Neighborhood Plan
Neighborhood Improvement Resources Recommendations

Recommendation	Implementation Responsibility	Cost	Timeframe
Policy-Programmatic			
NI-1 OHNA should review the action items in this section and establish appropriate committees and/or individuals to develop strategies to determine how these resources can be used in the neighborhood. An example of this is the Crime Committee, which has been working on crime prevention issues.	Original Highlands Neighborhood Association	Possible matching funds for Operation Brightside grants	Ongoing

7. Plan Implementation

Implementation of the Original Highlands Neighborhood Plan will require continued coordination between the neighborhood and various departments of Louisville Metro. Some of the recommendations are related directly to Cornerstone 2020 and will be incorporated through actions of the Planning Commission and Metro Council. Other recommendations related to development of infrastructure and policy and programs will be a function of Planning and Design Services, Public Works, The Parking Authority of River City and other agencies. Finally, the Original Highlands Neighborhood Association (OHNA) will have the opportunity to take the lead in implementing and supporting a number of the recommendations identified in this plan. Table 7-1 presents in summary the recommendations of the Original Highlands Neighborhood.

Table 7-1
Original Highlands Neighborhood Plan
Summary of Recommendations

Recommendation	Implementation Responsibility	Cost	Timeframe
Cornerstone 2020/LDC			
LU1 – Rezone area of neighborhood north of Morton to UN Zoning. As shown in Figure 4-1.	Louisville Metro Planning Commission	Staff Time	Short, < 1 year*
LU2 – Revise the UN district ordinance to allow for greater neighborhood involvement in the process for planned development options (the only mechanism for creating multi-family development in the UN district).	Louisville Metro Planning Commission	Staff Time	Short, < 1 year*
LU3 – Rezone area of neighborhood south of Morton to R-5B. As shown in Figure 4-1.	Louisville Metro Planning Commission	Staff Time	Short, < 1 year
LU4 – Rezone appropriate portion of Barret Avenue corridor to C-R. As shown in Figure 4-1.	Louisville Metro Planning Commission	Staff Time	Medium, 1 to 3 years
LU5 – Designate properties on Barret from Lynn’s Café (984 Barret Ave) to one block south of Winter as Traditional Neighborhood Activity Center. As shown in Figure 4-1.	Louisville Metro Planning Commission	Staff Time	Short, < 1 year
LU6 – Any proposed change of use of Mercy Academy or Breckenridge Metropolitan High School should be focused on condominium or mixed professional office/residential.	Louisville Metro Planning Commission	Staff Time	Ongoing
LU7 – Revise Land Development Code to add to permitted use list to include: Studios for artist, designers, and similar professionals. Also, list art galleries and shops.	Louisville Metro Planning Commission	Staff Time	Ongoing
LU8 – Per Cornerstone 2020, Baxter Avenue is a Traditional Marketplace corridor and encourages a mix of land uses compatible with form. An over abundance of any one use is not consistent with Cornerstone 2020. Additional bars or restaurants with liquor licenses over and above the current density should be discouraged.	Louisville Metro Planning Commission	Staff Time	Ongoing
M1 – Prohibit future parking waivers until an effective solution to current parking concerns is identified.	Louisville Metro Planning Commission	PDS Staff Time	Ongoing
Policy-Programmatic			
LU9– Monitor any new development projects along Baxter and Barret and ensure consistency with neighborhood and Metro plans.	PDS, Original Highlands Neighborhood Association	Staff Time	Ongoing
LU10 – Consider local historic district designation for Original Highlands.	PDS, Landmarks Commission, OHNA	Staff Time	Medium, 1 to 3 years
LU11– Encourage development of art gallery district along Barret Avenue. (As referred in Figure 4-1).	Business Association and Metro Government	Staff Time	Ongoing

M2 – Implement coordinated parking management strategy consistent with PARC Plan.	PARC	Cost for signage plus additional study would be incurred	Short, 1 year*
M3 – Consider one-way eastbound on Christy, Morton, and Highland from Rubel.	PDS/Public Works	Cost for signage plus additional study would be incurred	Medium, 1 – 3 years
M4 – Consider Residential Parking Program.	PARC	Cost for signage plus additional study would be incurred	Medium, 1 – 3 years
NI-1 OHNA should review the action items in this section and establish appropriate committees and/or individuals to develop strategies to determine how these resources can be used in the neighborhood. An example of this is the Crime Committee, which has been working on crime prevention issues.	Original Highlands Neighborhood Association	Possible matching funds for Operation Brightside grants	Ongoing
Infrastructure/Capital Improvements			
LU12 – Plan for implement streetscape master plan and improvements along Baxter Avenue and Broadway.	PDS, Public Works	Cost will be dependent on designs	Long, > 3 years
LU13 – Plan for and implement gateway treatments in cooperation with Operation Brightside.	PDS, Public Works, OHNA	Cost will be dependent on designs	Medium, 1 – 3 years
LU14 – Develop open space/park area adjacent to Kindred and/or the Metro government center on Barret.	PDS, Metro Parks	Cost will be dependent on designs	Medium, 1 – 3 years
M5 – Consider parking structure if determined appropriate by PARC plan.	PARC	\$3,000,000 +/- depending on size	Long, >3 years
M6 – Pilot Neighborhood Traffic Calming Program with appropriate pre-engineering.	PDS/Public Works	\$50,000 +/-	Medium, 1 – 3 years
M7 – Bicycle Boulevard on Edward (would be coordinated with M6). (Refer to Figure 5-1).	PDS/Public Works	Cost for striping and signage	Medium, 1 – 3 years
M8 – Enhanced pedestrian connections. (Refer to Figure 5-1).	PDS/Public Works	Cost would be highly dependent on design and size	Long, >3 years
M9 – Enhanced Transit/Trolley service with Pedestrian Improvements (Refer to Figure 5-1).	PDS/Public Works/TARC	Cost would be highly dependent on design and size	Medium, 1 – 3 years
M10 – Alley Improvements and possibly a greenway loop in the alley, behind Morton and Christy and Breckenridge and Christy.	PDS	Cost would be highly dependent on design and size	Medium, 1 – 3 years
M11 – Real time bus passenger information at Baxter and Highland.	TARC	Would be part of overall system implementation	Long, > 3 years